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THE PROCESS OF URBANIZATION. PROCEEDINGS OF A COMMUNITY DEVELOPMENT CONFERENCE. (MANHATTAN, KANSAS, DEC 6, 1966).

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THESE ABSTRACTS OF CONFERENCE PAPERS INDICATE FORCES AND ASPECTS OF URBANIZATION. ANYTHING CONTRIBUTING TO THE DEVELOPMENT OF STRONG SOCIAL TIES IS HEALTHY AND ANYTHING DESTROYING VIABLE NEIGHBORHOODS IS UNHEALTHY. SINCE MINIMUM SIZE OF MARKET AND SUPPLY AREAS ARE PRECONDITIONS FOR SUSTAINED URBAN GROWTH, NEIGHBORING COMMUNITIES WOULD INCREASE THEIR MARKET AREA AND GROWTH POTENTIAL BY COOPERATING. SINCE POLITICAL BOUNDARY LINES MAKE IT IMPOSSIBLE FOR A SINGLE UNIT OF GOVERNMENT TO MAKE A COMPREHENSIVE DECISION FOR A TOTAL INTERDEPENDENT AREA, ALTERNATIVES SUCH AS CITY AND COUNTY CONSOLIDATION MUST BE FOUND. TO ENABLE LONG RANGE PLANNING TO ELIMINATE CRISES IN TRANSPORTATION AND PUBLIC FACILITIES, URBAN CENTERS MUST RECEIVE ACTIVE AND ADEQUATE FISCAL AND TECHNIAL SUPPORT FROM ALL LEVELS OF GOVERNMENT. (PROCEDURES AND OUTCOMES OF A GAMING SIMULATION ARE OUTLINED, SHOWING THAT THE GAME DISCLOSES CRITICAL DATA REQUIRED TO MAKE DECISIONS CONCERNING ANY MULTI-CITY REGION.) (RT)

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# Proceedings of the

# COMMUNITY DEVELOPMENT CONFERENCE

# ON

# THE PROCESS OF URBANIZATION

December 6, 1966

Center for Community Planning Services
Division of Continuing Education
Kansas State University
Manhattan, Kansas

# PROCEEDINGS

## COMMUNITY DEVELOPMENT CONFERENCE

## ON

## "THE PROCESS OF URBANIZATION"

December 6, 1966

Banquet Room "K", K-State Union

Editors
Assoc. Prof. Vernon Deines
Mr. Lowell Richards

CENTER FOR COMMUNITY PLANNING SERVICES
KANSAS STATE UNIVERSITY
MANHATTAN, KANSAS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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# PREFACE

## The Higher Education Act of 1965, Title I Program

Under the terms of the Higher Education Act of 1965, Title I, the institutions of higher education have been given the responsibility of assisting in community planning and development. The purposes of the Title I program are to assist in the solution of community problems such as housing, poverty, government, recreation, employment, youth opportunities, transportation, health and land use.

The Title I program at Kansas State University is intended to help Kansas communities solve the problems of urbanization imposed by the conversion from a basically agricultural economy to one with a more industrial base. The Center for Community Planning Service of Kansas State University is implementing the Title I program to help public officials, planning commissioners, local leaders and other interested citizens to develop an awareness of the forces and aspects of urbanization in the State of Kansas. This approach is based on an analysis of the basic social, economic and political interactions and resulting physical configuration of these interactions. With this approach, the utility and value of the "planning process" for community development can be classified for use by community leaders.

To achieve this approach it was necessary to undertake the Title I program at Kansas State University on a comprehensive interdisciplinary basis with faculty from other university departments contributing specialized knowledge. This effort is coordinated among the Center for Community Planning Services, the Division of Continuing Education and the participating departments of Economics, Sociology, Political Science, Planning and Civil Engineering.

Based upon its past experience in community planning and development education, the Center is revising its short course series for presentation to public officials, planning commissioners, local leaders and other interested citizens in six regional centers in Kansas. The revised short course series takes the more comprehensive, interdisciplinary approach and can be used as an initial course for new participants or as a supplementary course for those who attended the earlier short course series.

At least three conferences or workshops will also be held on campus at Kansas State University this year to emphasize problems and to suggest solutions for community planning and development. In the future, the Center will continue to serve as the focus for community and regional planning services at Kansas State University in cooperation with other extension, research, and education units of the university, as well as state and federal agencies.

Conference on Urbanization

The purpose of this conference on urbanization is twofold: first, to develop an understanding of the process of urbanization, and secondly, to establish a dialogue between practitioners and the theoreticians of urban and regional development. This will be undertaken by an exploration and evaluation of the social, political, economic and physical factors of change underlying urbanization, which has been occurring at an accelerated pace within the United States, especially during the last 50 years.

To illustrate the impact of this phenomenon of urbanization, it has been estimated that within the next half-century the total number of people to be added to our urban areas will be equal to the number which have been added since the founding of the republic in 1776. Within our generation increasing numbers of people are becoming urbanites, or city dwellers, to such an extent that presently 75% of our population live in urbanized areas. Although this population growth has

taken place in a relatively limited geographic area, equal to 2% of our total area, the cumulative effect of all this is that urbanism has become the dominant force in our society, rural as well as urban.

It is essential that we understand and communicate the process of urbanization for future urban and regional development, so as to avoid the expediency of solving the problems of urbanization on a crisis by crisis basis. With this approach we should be better prepared to maximize our efforts in the solutions of the inevitable problems which area result of urbanization.

Manhattan, Kansas
1967

Vernon P. Deines

PROGRAM

v

Community Development Conference
on
"THE PROCESS OF URBANIZATION"

December 6, 1966
Banquet Room "K", K-State Union

Registration and Coffee (9:30 to 10:30)
Welcome - DR. JOHN LOTT BROWN, Vice-President for Academic Affairs, KSU
Introduction - PROF. VERNON P. DEINES, Chairman, Regional & Community Planning, KSU

Morning Panels
Moderator - DR. JOHN E. KITCHENS, Director, Division of Continuing Education

Social Aspects of Urbanization (10:30 to 11:15)
PROF. EUGENE A. FRIEDMANN, Chairman, Dept. of Sociology, KSU
PROF. RALPH DAKIN, Dept. of Sociology and Sociologist, Agr. Exp. Sta.
DR. WILLIAM E. KEY, Director, Social Research, The Menninger Foundation, and Former Director, Topeka Urban Renewal Agency

Economic Aspects of Urbanization (11:15 to noon)
PROF. JARVIN EMERSON, Dept. of Economics, KSU & Director, Office of Economic Analysis
MR. DON STEFFES, President, Kansas Development and Credit Corp.
MRS. NORMA SATTEN, Planning Division, Kansas Dept. of Economic Development

Luncheon - Bluemont Room (noon)
PROF. DWIGHT NESMITH, Associate Director, Engineering Experiment Station, KSU, Speaker

Afternoon Panels
Moderator - PROF. EUGENE GEORGE, Chairman, Dept. of Architecture, Univ. of Kansas

Political Aspects of Urbanization (1:00 to 1:45)
PROF. LOUIS H. DOUGLAS, Dept. of Political Science, KSU
PROF. WILLIAM SCHULTZE, Dept. of Political Science, KSU
MRS. WILLIAM C. TREMMEL, City Commissioner and former Mayor, City of Manhattan

Physical Aspects of Urbanization (1:45 to 2:30)
PROF. EUGENE T. MCGRAW, Center for Community Planning Services, KSU
PROF. BOB L. SMITH, Dept. of Civil Engineering, KSU
MR. LEE EDMONDS, Oblinger and Smith, Planning Consultants, Wichita

Coffee Break (2:30 to 2:45)

Gaming Simulation - Regional and Community Development (2:45 to 4:00)
Presentation - MR. DENNIS STAVROS, Graduate Student in Planning, KSU
Moderator - MRS. NORMA SATTEN, Planning Division, Kansas Depart of Economic Development

Overview Remarks (4:00 to 4:30)
PROF. VERNON DEINES, Chairman, Regional and Community Planning, KSU
PROF. HENRY WRIGHT, Regents Distinguished Professor of Environmental Technology, College of Architecture & Design, KSU

Concluding Comments - ALL PANELISTS

## List of Participants

COMMUNITY DEVELOPMENT CONFERENCE
Kansas State University

December 6, 1966

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Scott City, Kansas

52. Dean Windscheffel
Smith Center, Kansas

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Kansas State University

# THE SOCIAL ASPECTS OF URBANIZATION

Abstract of Speech Given by Prof. Ralph Dakin
Dept. of Sociology, Kansas State University

Urbanization is a process with social impacts important to community planners and officials. This panel will examine a few of the more important social consequences of urbanization.

## The Rural-Urban Population Shift

Urbanization has produced a redistribution of the population of our country in which some communities experience substantial population gains while others decrease. Population is increasingly becoming concentrated in the larger centers; hinterland areas are depleted and the smaller agricultural service centers, which once served these rural areas, experience severe loses. As some of you know, the two decades between 1939 and 1959 were periods of accelerated urbanization in which the number of farms in our nation declined from over 6 million to about 3.7 million. The small towns serving the rural population were being debilitated. In Kansas, for example, while the total population of the state had increased by 14.4% between 1950 and 1960, the rural segments of the population had declined 7%. Between 1950 and 1959, 31 or 88.6% of the state's 35 communities having populations of 5,000 and over gained in population, however, 270 or 60.3% of the state's 448 communities under 1,000 lost population.

The decline of the small service center is obvious to anyone who has toured the state and witnessed the vacant store fronts. The medium-sized towns (1,000-5,000) have not yet as of 1960, begun to suffer appreciable declines in population. However, after examining their population composition, many observers conclude that this is a temporary respite. Many of these

medium size towns feature unusually high proportions of the young (under 18 and the old (65 and over) as their populations. Such centers may have been temporarily stabilized by the retirement of older farm people who tend to move into the nearby community with which they have lifetime social ties.

Characteristics of Rural and Urban Places

The movement from the small town to the larger center means moving into a community with a significantly different kind of population. I should like to comment upon a few of these differences which one finds in the population characteristics of the small rural, and the larger urban center, and their implications.

- - - Small places, as previously noted, tend to feature higher proportions of youngsters and elderly.

- - - The small center has a significantly more homogeneous populations (occupationally, ethnically and racially) than its urban counterpart.

- - - Smaller centers contain higher proportions of males and females married than would be expected on the basis of age composition alone.

- - - Population of smaller centers generally have lower levels of education and income.

These characteristics of small rural centers indicate to some extent the character of urban centers. The urban centers tend to attract the better educated young adults of our society during the most productive period of their lives. Young adults apparently flow to such centers as single men and women seeking work who defer marriage for a number of years while they carve out respectable careers for themselves. The small community is much more a family-centered system.

Urban Problems Associated with Demographic Change

To the sociologist, certain features of urban centers have important implications for the tax structures, community development programs and the demands for public facilities and services. A relatively higher proportion of young adults in their most economically productive years means a low dependency ratios and relatively higher per capita income. The high proportion of young adults in their most economically productive years means a low dependency ratios and relatively higher per capita income. The high proportion of young unmarried adults has immediable implications for supplying needed facilities, services and programs to meet the intellectual and social requirement of thousands of people who are, in an elemental sense, homeless. They lack the closeness of family ties and many have only formal, segmental, and superficial ties to others mainly through work contacts.

The heterogeneity of urban places recalls to mind Louis Wirth's observation that cities tend to be the melting pots of the world. It is a fact that about 80% of our immigrants during the formative years of our nation chose to settle in the cities. It is a fact that southern Negroes are still migrating from the rural areas into our nothern cities. It is also a fact that within the city we find maximum functional specialization and thus occupational as well as ethnic and racial diversity.

This diversity presents great problems and great challenges to the urban community. Examine, for a moment, education. The rural nonwhite moving into an urban community in the United States had, as recently as 1950, about 5 years of formal education. In the larger cities where the level of education is highest, the average white had about 11 years of education in 1950 while the average nonwhite had only a little over 7 years

of formal education. The task of bringing these people (many are adults) up to a level at which they can compete for decent jobs is surely one of the great tasks facing our cities.

Urban Ghettos

The Supreme Court has guaranteed numerous civil rights to minority groups - among the more important being the right to equal educational and employment opportunities. As far as education is concerned, this does not mean the old "separate but equal" doctrine. The big problem remains that of implementing the Supreme Court decisions. Minorities, for various reasons, tend to settle in certain geographic areas of cities which we call ghettos. These ghettos feature sub-standard housing, sub-standard schools and sub-standard cultural and recreational facilities. Elimination of ghettos is a massive task.

Our toleration of the continued existence of these areas costs the community in many ways. Ghettos are high tax-input, low revenue producing areas. They are municipal high cost, low benefit problems. These areas produce frustration and active alientation or, some form of passive, hopeless resignation. Ghettos can be dangerous when these frustrations and tensions mount, as was so elequently demonstrated at Watts. This is the human cost of Ghettos.

In a recent monograph entitled Community Conflict by sociologist, James Coleman, it was pointed out that the ghettos and lower class areas provide a suitable environment for aggressive, violent and destructive conflict. Ghetto populations have minimum levels of participation in the local networks of voluntary associations through which communities are tied together and which tend to set community wide limits within which the expression of

differences are to be channeled and settled. In other words, these voluntary associations set limits upon the intensity of conflict and provide means to resolve differences short of destructive violence. The frustrated, economically deprived person, or the suppressed, minority group member, living in his ghetto, has no such channel for making his point of view felt. These people, as a rule, do not have a voice in community affairs. When Ghetto tensions reach the boiling point, its inhabitants are easily led by the demagogue to take things into their own hands. Their destructive violence assures their demands will be heard.

Changed Character of Human Relationships

Another significant consequence of urbanization is the changing characteristics found in the network of human relations which accompanies an increase in the size and density of urban populations. Small group organizations are replaced by mass organizations, informality is replaced by segmental relationships between relative strangers playing formal and specialized roles. Louis Wirth and others have pointed out that the number of persons involved in a social system is of critical importance as regards the characteristics which emerged. Wirth, an urban sociologist at the University of Chicago, was especially fascinated by the question of what happened to human relationships as the density of a community increased. His classie observations in "Urbanism as a Way of Life" are still worth noting even though subsequent research has resulted in a refinement of his original observations. Some of his most significant findings were:

- Increasing mass, in general, means a greater range of individual variation and greater potential differentiation. This greater heterogeneity, Wirth noted, weakens the common folk tradition by means of which concensus is

preserved in smaller communities. New mechanisms (e.g. mass communications) must be developed for achieving consensus and unity which, in my estimation, we have not yet achieved. We have relied, in the absence of a positive unifying forces, entirely too much upon punitive law.

- The increase in mass means a loss of close personal contacts with most people in the system. You brush elbows daily in the urban environment with relative strangers with whom you do not wish to get involved. Thus, many, if not the majority, of urban contacts are fleeting, superficial, impersonal and segmental. Mass relationships are reserved. People not only reject getting intimately involved with individuals in their daily contacts, but with any involvements in the associations of the community and community decision-making.

- Given the de-personalization of relationships, it becomes easier to deal with your fellowman (a stranger) as an object to be exploited up to the limits set by the system and sometimes beyond. Man's inhumanity to man has not only been fostered by wars. The rationalizing of human relations and the market place mentality which are associated with large urban centers have also been a factor.

- The urban environment, with its high mobility rates, declining kinship ties, intense competition and superficial relationships, has probably fostered a condition known to Kurkheim, a famous French sociologist, as anomie. The individual suffering from anomie feels completely on his own and lacks meaningful social support. This is a devastating condition associated with mental disturbances and, in extreme instances, with suicide.

Conclusions

Anything, I believe, which will contribute to the development of strong social ties in the urban environment is healthy. Conversely, anything which

further weakens these ties is unhealthy. Basically this is why the uprooting of populations and the destruction of functional and viable neighborhoods in a number of urban renewal programs has proven to be a mistake. Physical housing may have been improved in the new high rise ghettos, but these have often proven to be human jungles lacking close association of social ties and filled with hatred and distrust.

The tendency of the mass society to segmentalize the ties of man to each other and to place them in the pecunairy nexus leads easily to predatory activity. This aspect of urbanization deserves far greater attention than we have given it. The higher standards of living in the urban environment is an undeniable fact. It is, however, no substitute for the close ties to other humans by means of which, empathetic ability is cultivated. Sweden, Denmark, the United States and other countries with high standards of living have demonstrated, with their high rates of suicide and mental disturbances, that something has gone wrong in our urbanized society. Never has the need for expanded mental health programs been greater in our urban centers.

My final point concerns the increased mass and density associated with urbanization. This has certain consequences, some of which are all too apparent today - in the poisoned atmosphere and polluted rivers. It is not as apparent what this increased density does to the land use patterns of the community. Increased density means intense competition for spaces; land tends to be put to the use which yields the greatest return. Prime space, except in those few instances in which aroused influentials have taken a hand, tends to be devoted to business, commercial and industrial uses. Parks and other functions have suffered. Since differing land functions have differential abilities to pay, economic segregation is an almost inevitable product of the market place determination of land use.

# THE ECONOMIC ASPECTS OF URBANIZATION

Abstract of Speech Given by Prof. Jarvin Emerson
Dept. of Economics, Kansas State University

The urbanization process is a paradox - it is both dreded and encouraged. The large, rapidly growing community experiences acute difficulties in coping with growth problems. Public investment lags behind the growth rate retarding production capabilities and consumption possibilities. Conversely, there exist numerous communities who would consider themselves fortunate to have such problems as they view them from their stagnant or declining economy. It is the latter group that will be of concern in the following discussion.

As many as 70 of the state's 105 counties may experience employment declines during the next 10 years. This will occur during a period when the state will be growing at an accelerated pace, but, the growth will be concentrated in about 12 counties. What causes such substantial growth differentials? What are the pre-conditions and processes which lead to urban growth?

## Production Factors

Growth rates in different areas of the nation have exhibited striking variations. Regional economic development efforts at both the national and subnational level have mushroomed. States have ladled millions of dollars annually into programs to spur economic development. The rate of entry of the Federal Government into this area has accelerated. With such activity and concern certain questions seem relevant.

What are the processes which enable a region to expand output and employment and raise income for its residents? What are the strategic variables that can be altered? What have been the patterns of regional development in the nation?

Recent patterns of subnational performance have developed from the interaction of market forces which operate within the powerful constraints of national policy and legislation.

However, the processes which energize economic development of a state or any subnational area are highly interrelated. The complexity of an economy expands as rapidly as its growth rate. In analyzing regional growth, a useful approach is to distinguish between internal economic linkages and external economic linkages.

## Internal Linkages

A pattern of internal development occurs within a regional economy which is closely tied to its structure. The process of specialization evolves in some identifiable manner. Numerous studies of growth patterns have concluded that there are "stages of economic growth" or "an evolving structure of development."

At an embryonic stage of development a regional economy specializes in a product (such as cattle) or a service (such as railroading) part of which is marketed outside of the area (exported). If the internal processes of specialization are set in motion, the next step in the growth process will likely be tied to the first. The initial resource base will be exploited by processors attracted to a raw material source. In the early stage of production, location tends to be oriented to raw material sites, since these production processes are frequently weight or bulk reducing which lower transportation costs.

If the region continues to grow, the primary energy will be derived from new firms becoming suppliers for the initial processors or utilizing the output of the initial processors as inputs in their productive capacity. Linkages are established with respect to firms' inputs or supply requirements and/or its output or markets. Consequently, one of the unique characteristics of development is the tendency for firms to develop in "families" which are structurally

related. The existing structure of an economy encourages the growth of certain industries while virtually blocking entrance for others. The evolving nature of specialization and growth appears to be both nurtured and constrained by the economic structure of the region.

Disregarding for the moment that the process may arrive at a plateau for any region at a level below "total development", the next phase generally exhibited is that of complexes of economic activity forming a more diversified economic base for the region. This stage results from, and contributes to, the concentration of economic activity in a large city or metropolitan area. With an expansion of raw material processing and the formation of satellite firms, a cumulative process may be initiated. A locational phenomenon, partially alluded to above, is that of mutual attraction of industry. Simply stated, existing firms attract new firms. Industries provide markets for other industries, or conversely, serve as supplier for other industries. Because of these linkages, transportation costs tend to be minimized by adjacent locations. The resulting concentration of economic activity is labeled "agglomeration".

Associated with this agglomeration are certain economies of scale which transform this assemblage of economic activity into a "growth pole." Internal scale economies of an indivual firm are often such that its technological production characteristics require a large scale plant to produce efficiently. For a market oriented firm such a condition requires a large immediate market which is more readily accessible in a metropolitan area. Similarly, external economies are derived from a concentration of firms in one geographic area. Specialized services are formed to serve a growing number of firms in an industry. These reduce costs for the basic firms and encourage the location of other firms to take advantage of these external economies. Large pools of specialized labor, more favorable transportation rates, availability and maintenance of business

machines, highly developed utility, communication and transportation services, and governmental services are but a few examples of the external cost saving features accruing even to unrelated firms in a concentration.

Consequently, major economic concentrations have been referred to as "growth poles" to convey the idea that they are the areas within broader regions to which the bulk of economic activity gravitates. Certainly the current economic landscape lends support to such a view.

External Linkages

A region within a highly integrated national economy has the role of a specialist. It does not produce within its borders all of the goods and services it requires. To obtain these products and services an area must import them from some other part of the nation or world. Thus, a linkage exists with the rest of the world in acquiring that which is not produced in the region. Likewise, linkages exist for many of the area's producers whose products are sold primarily to markets outside of the region. These "exports" result in a flow of income into the region which can be used to purchase what is not produced or to expand the region's economy. Thus, the external linkages of a regional economy play a crucial role in the performance of that economy. The importance of external markets is closely associated with the size of the internal economy. A larger economy generally contains more activities serving the local markets thereby reducing the dependence of the economy on imported commodities and on external markets. For the economy of the State of Kansas, external linkages are of vital importance.

A theory of regional economic growth has developed around the export-base of an area. Economic activity in a region can be separated into two categories: that which serves markets outside the community (exports) and that which serves markets within the community.

This distinction is made because of what is thought to be a causal relationship. Export markets (markets outside the region) are viewed as the initiating force in fostering economic growth within the region. The level of activity in the remainder of the economy reflects the performance of the export base of the region. As the level of income rises in the export sector, retail and service establishments experience expanding sales, and conversely, a decline in export-derived income depresses the level of business serving the region. Thus, the performance of activity serving the local market is considered to be dependent on the level of export activity. Additionally, capital tends to flow into a region predominantly to develop export industries. Since additional capital promotes growth in both export activity and local activity, major emphasis has been placed on the performance of a region's exports.

Since the demand for a region's exports is determined by forces outside the region, consideration must be given to changes in demand in these external markets. Alterations in demand, derived from changing tastes, income, technology, transportation rates, and government policy, require close scrutiny in anticipating fluctuations in the volume and composition of a region's exports.

## Some Recent Locational Patterns

Recent locational decisions have been dominated by a consideration of the accessibility of product markets. Nearly all industries have experienced a decline in the importance of the cost of raw materials as a part of total production costs. For regions not as close to major markets this locational patterns have amplified concern over transportation rates as they affect the region's cumulative advantage.

Technological changes in transportation, communication, and electric power transmission have tended to free economic activity of resource immobilities, thereby compounding market-oriented locational trends.

During the past decade a change in national demand has reduced the relative importance of the production of commodities. Manufacturing activity has slowly declined in importance as rapid increases have occurred in service industries. Additionally, employment has surged in education, research, professional services, communications, and administration. Amenities have received increased consideration in location decisions.

Beside these developments, which have evolved largely within the economy's market structure, federal government spending policies have hardly had a neutral effect on regional growth rates.

Thresholds

One concept that emerges is the notion that a minimum market or supply level is necessary to support certain kinds of activity. This threshold concept helps explain why growth is not continuous and why growth is more likely to occur in larger population concentrations. Failure to achieve enough growth to reach threshold positions for various industries brings a plateau situation to the growth process.

Consumer Factors

The locational preference of workers may be strongly influenced by the range of choice of goods and services available to them. There appears to be a significant tendency to substitute broader consumer expenditure alternatives for higher income. Additional income may be relatively less important if it results in working in a location which restricts to range of goods and services that may be easily acquired.

This phenomena may inhibit growth for the smaller community which does not provide the wider spectrum of goods and services.

Federations

The idea of minimum size of market and supply areas as a precondition for sustained urban growth is a theme which appears in several forms in the foregoing discussion. For hundreds of communities, the prospects for attaining such conditions seem remote. Economic forces tend to prevent growth in absence of thresholds.

A possible alternative is for communities to recognize this situation and cooperate rather than compete. If smaller communities unable to support services and other activities would consider joint ventures with their neighbors, the threshold criteria might be met. Each community might become more of a specialist in providing goods and services to the surrounding area. This would increase the market area and increase the growth potential.

# THE POLITICAL ASPECTS OF URBANIZATION

Abstract of Speech Given by Prof. William Schultze
Dept. of Political Science, Kansas State University

My major aim is to emphasize two points at which political knowledge must be applied in the resolution of problems arising from urbanization. These are in urban politics and in urban government and structure.

## Urban Politics

In the urban political system, a number and variety of interests will arise to compete for political power. Group differentiation is a part of the process of urbanization. Urbanization creates two conflicting forces: a process of increasing differentiation and a process of increasing interdependency. Politics often considers the symptons of urbanization problems and not their causes. Political leaders fail to comprehend the total problem. New, competing interest groups must be given due consideration in the formulation of policy and must be given a role in its implementation. The alienation of any new, major interest group from the city's political system can have disruptive effects on the total urban system.

## Urban Government

Political action cannot be instrumental in comprehensive development unless it is combined with organized governmental institutions. However, government will never be effective unless it is updated to combat the problems of urbanization. To a large degree, the political problems of urbanization are boundary lines. Existing political boundaries do not embrace the entire urban area. No single unit of government is able to make comprehensive decisions for the total, interdependent area.

Urban government needs to develop an appropriate unit of government to meet the crisis of urbanization. Some alternative forms of urban government have already been experimented with successfully:

- - City and county consolidation such as Dade County, Florida.

- - City and county contracts such as Los Angeles County, California. (Economies of scale are achieved by hiring out services under contract from the county for smaller governmental units)

- - Metropolitan federation such as Toronto, Canada.

# THE PHYSICAL ASPECTS OF URBANIZATION

Abstract of Speech Given by Prof. Eugene McGraw
Regional and Community Planning, Kansas State University

It is estimated by 2000 AD that our population will be approximately 330 million people.

If we are to physically accomodate 150 million more people in our future populations, then the entire structure of our urban complexes must undergo a traumatic metamorphosis. I suggest the seriousness and magnitude of this task by deliberately choosing the word traumatic. If we are to be adequately prepared physically for this increased population, especially in light of the time it has already taken us to build and establish the physical plants of our present cities, the task of marshalling the necessary resources and talents to meet this challenge, for a population that will nearly double in the next 33 years, will be, in my estimation, truly traumatic.

## Crisis Planning

Efforts previously expended in meeting physical demands over the last 200 years will have to be accelerated and compressed into a time period which is equivalent to a little over a generation. This will be a time period (1967-2000) that will definitely test our capacity to innovate and to come up with pragmatic solutions to our physical planning problems. If we contemplate using as a guide our previous planning performances in this direction during the past 25 years, I am afraid that we will find ourselves sadly in want of proper and appropriate planning solutions to the emerging physical problems of urbanization

Much of what we have done and are doing is "crisis planning". By this I mean that we are meeting physical planning situations on a "crisis by crisis basis". In doing so, we have not had the luxury of time to make certain of our directions nor have we been able to properly evaluate the merits of our course of action. We are somewhat like a sea captain seeking the refuge of "any port in a storm". There is a great deal of confusion as to what our direction should be, what national goals we should establish for ourselves, and who is responsible for establishing these goals. Most of all, we are confused as to who is responsible for initiating remedial projects and who should bear the financial burdens in supporting the projects.

## Transportation Planning

Indicative of our confusion and frustration is the fact that no sooner do we construct an elaborate urban freeway system than we find the number of passengers per vehicle declines and the number of vehicles moving on the expressway increases which only compounds our problem. San Francisco recently threatened to tear down newly constructed parts of their freeway system because they could no longer satisfactorily cope with the insatiable desire for urban parking space demanded by the automobile. What is true of San Francisco is also true of many of our large urban areas. We are currently in the process of building a tremendously expensive interstate highway system which connects hundreds of major urban centers. The interstate highway near urban centers is literally being inundated in a sea of automobiles. If it were possible to compute nationally all the direct and indirect costs related to the control, movement and storage of automobiles during a single year which cities are required to bear, we would be literally overwhelmed by the shear magnitude of these costs.

Planning for Public Facilities

The increasing expenditures of public funds for facilities such as schools, bridges, water and sewage disposal systems, roads, recreational spaces, airports, police, and fire protection seems to be mounting geometrically. The general public has an insatiable desire for additional services. It has been estimated that new public construction for the year 1965 ran in excess of 25 billion dollars or approximately 3.8% of our GNP public services. This represents a sizable public investment in physical facilities, however, the fact remains that we are far from keeping pace with present demands. Our major problem is painfully clear. How do we "break even" in a situation like this and still gain the necessary momentum and financial resources to plan for the inevitable needs of our future populations?

The chaotic physical development and stresses put on the physical plant of cities like Los Angeles is well known. California is absorbing an out-of-state population of 3,000 people a week. This tremendous stress is also true, in varying degrees, for a majority of our urban areas which have been experiencing rapid population growth.

Conclusions

If our urban centers are to have any chance of coping with their present physical needs in addition to preparing for future generations, they must receive active and adequate governmental assistance immediately. By governmental assistance, I mean active fiscal and technical support from all levels of government. It is not necessary that assistance always take the form of monetary aid. Whatever form assistance takes and regardless of who administers it, it should stress an overall approach which will attempt to mitigate the social, political and economic pressures which are contributing to the physical deterioration of our urban centers.

# GAMING SIMULATION - REGIONAL AND COMMUNITY DEVELOPMENT

Abstract of Presentation by Dennis Stavros
Regional and Community Planning
Kansas State University

## Process of Regional Development and Gaming Simulation

The various approaches to understanding the process of regional development, especially in performing regional planning studies, have been characterized more by a fading of the traditional boundaries which separate contributing disciplines thana deliberate inter-disciplinary thesis. Although the regional development process is complex, certain economic theories have been proposed which attempt to explain the dynamic aspects of the regional development process: location theory and theories of the spatial defferentiation of economic growth. The regional planner, in his task of providing a framework for resolving problems in economic and resource development, requires a more workable focus for this task, if his role is to be more effective. A gaming simulation of regional development is proposed toward this end; the utility and value of this model will depend upon its ability to provide new knowledge about regional development and to what extent the knowledge it provides makes the regional planner more effective in his job.

The use of the gaming simulation technique in planning for regional development requires a more complete understanding of the theory, propositions, and structure of the development process. Descriptions of economic, social, political, and other processes suggest that these processes have common stages of growth. Further, it is recognized that critical linkages exist between activities resulting from these processes and growth patterns. Among important propositions about the regional development process are its dynamic and inherently adjusting character, the important role of resources, the effect of

regional capacity, and the growth of regional centers. The public and private structure for developing a region involves a multiplicity of formal and informal organizational arrangements; their total effect is such that region-wide decisions arise out of conflict among agencies of varying jurisdictions. For the regional planner, a realization of regional resource potentials is mostimportant.

Simulation of Process of Regional Development

In simulating the process of regional development, the effective use of new knowledge abtained from this model can aid in making decisions for planning. Although planning models are few, the proposed type of regional development simulation is needed in regional planning efforts to allow a framework for selecting the best plan among given alternatives in response to set criteria. In fact, in studying regional decision-making, the game can also contribute knowledge about this as it affects planning and thereby establish norms which will set criteria. The making of important decisions, whether they be regional decisions under study in the game or planning decisions as a result of the game, ultimately rest with the individual in the position of responsibility. The simulation framework can give the regional planner a workable focus for the donsideration of such decisions.

The regional development game, theoretically, is based upon the concept of decision-making in conflict situations. The influence of the attitude of the decision-maker in measuring his satisfaction, calculating for a decision, or even in seeing what is relevant, cannot be overestimated. In abstracting the regional process to create the simulated environment of the game, a compression of time and space is obviously required. A trial run of the game was made on an eight-county region in eastern Kansas and employed the following "stage props:" base map, control chart, regional newspaper, role instructions, and comprehensive date chart. Role players, representing limited resources, were employed to make decisions for

each round of play of the game. These players assumed somewhat conflicting roles and included bankers, developers, regional officials, local officials, and a regional planning commission. The sequence of play for each round allowed ample opportunity for the interaction of decisions. Final decisions were summarized on the control chart and their results fed into the next round of play until the target year was met. The need for cooperation among certain players became evident to participants in the trial run. A summary of the regional gaming simulation follows.

Summary of Regional Gaming Simulation

1. Purpose of Gaming Simulation:

   Gaming simulation is one way to approach the decision-making framework in any multi-city region. This is done by assigning roles representing each strategic resource and staging the interaction of these roles to arrive at an outcome.

2. A Procedure for Regional Gaming Simulation

   Play occurs by rounds, each compressing 2-5 years into about two hours, using the latest available data:

   A. The first step begins with each resource role player considering the following data: base map of the region, supporting economic and social data, regional newspaper, and his individual role instructions.

   B. Plans and policies are presented by each player in the order specified on the Control Chart

   C. They discuss these plans and policies and then arrive at their own final decisions for the round.

   D. Each round is evaluated on the Control Chart and changes are then fed into the next round through an altering of the base map, newspaper, and role instructions. These operations are performed by a referee between rounds.

   E. The above procedure is repeated until the desired target year is met.

3. Basic Outcomes of the Regional Gaming Simulation

   Using this procedure, the outcome of the game (1) shows the tendency for scattering or consolidation of regional resources, (2) discloses critical problems requiring attention, (3) determines future regional land use requirements, and (4) discloses critical data required to make decisions concerning the cities and the region.

4. Control Chart

For evaluation of a round of play of the regional gaming simulation.

STRATEGIC ROLES INVOLVED IN THE REGIONAL DECISION-MAKING PROCESS

Regional Banker

Farm-industrial Developer

20-25 Year Mobile Labor

Regional Planning Commission

Regional School Board

Residential Developer

Commercial Developer

Regional Public Works Engineer

Regional Recreation Commission

- - - - - - - - - - - - - - - - -

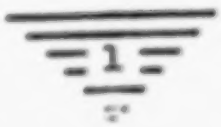
City/county "A" Representative

City/county "B" Representative

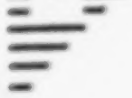
"

"

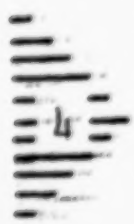
City/county "X" Representative




Independent but interacting decisions to allocate future resources




SOCIAL AND PHYSICAL IMPACTS



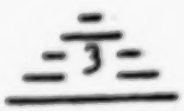

Labor

Housing

Education

Infrastructure

Natural resources




LAND IMPACTS

Agricultural

Industrial

Commercial

Residential

Recreational

Institutional

NET EFFECT ON RESOURCES (OUTCOME)

Scattering

or

Consolidation

Evaluation of Gaming Simulation

An appropriate but preliminary test for evaluating the value of the regional development gaming simulation in planning was a survey of practicing planners likely to be most familiar with regional development and planning. A questionnaire was sent to a sample of senior members of the American Institute of Planners in order to allow an evaluation of the general approach, the particular procedure, and outcomes of the game. An analysis of the results indicated that, although there was much uncertainty as to the usefulness of gaming simulation in planning, there was at least mild acceptance among those who voiced an opinion.

This type of framework for a gaming simulation of regional development seems to be promising as a logical decision-making technique for use in regional planning efforts. It provides not only a convenient environment for studying decision-making in a region in relation to resource patterns and the development process, but also it allows a realistic method of testing alternatives of a regional plan. Further research is proposed for the calibration and identification of critical game elements, based upon the actual regional environment.

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